

Message Text

LIMITED OFFICIAL USE

PAGE 01 NAIROB 12024 01 OF 02 151420Z
ACTION SIG-02

INFO OCT-01 AF-10 ISO-00 CA-01 /014 W
-----110239 151502Z /41

R 151121Z SEP 77
FM AMEMBASSY NAIROBI
TO SECSTATE WASHDC 1386

LIMITED OFFICIAL USE SECTION 1 OF 2 NAIROBI 12024

E.O. 11652: NA
TAGS: ASIG
SUBJ: EVALUATION OF THE CONSULAR FUNCTION

FOLLOWING RESPONSE DRAFTED LARGELY BE CHIEF OF CONSULAR SECTION.

1. WAIVER OF NIV'S IN NEIGHBORING COUNTRIES WOULD PROBABLY PRODUCE INQUIRIES AND ADVERSE REACTION IN KENYA, WERE NIV'S STILL REQUIRED FOR KENYANS. APART FROM SUMMER STUDENT VISA RUSH SEASON, NIV WORKLOAD AT NAIROBI IS NOT SO HEAVY THAT IT MIGHT DETRACT FROM TIME AVAILABLE FOR CONSOFFS TO PROVIDE ASSISTANCE/SERVICES TO AMERICANS. FROM OUR EXPERIENCE WITH THE AVERAGE STUDENT VISA APPLICANT, WE DOUBT WISDOM OF ELIMINATING VISA REQUIREMENT FOR THAT CLASS OF NONIMMIGRANTS. NEARLY ALL APPLICATIONS FOR VISITORS VISAS ARE PRESENTLY APPROVED AT NAIROBI, WITH A SMALL PERCENTAGE EVENTUALLY ADJUSTING STATUS. VISITOR'S NIV'S COULD PROBABLY BE ELIMINATED WITHOUT MAJOR ABUSES RESULTING, AT PRESENT.

2. PERSONNEL RESOURCES AT NAIROBI ARE ADEQUATE FOR PRESENT AND PROJECTED NEEDS. THE JUNIOR CONSULAR OFFICER IN THE SECTION IS PRESENTLY PART OF THE EMBASSY'S ROTATIONAL TRAINING PROGRAM, WHICH RESULTS IN A SHIFT OF OFFICERS EVERY NINE MONTHS, WITH ATTENDANT LOSS OF CONTINUITY AND EFFICIENCY.

LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 NAIROB 12024 01 OF 02 151420Z

MUCH TIME OF THE SENIOR CONSULAR OFFICER IS REQUIRED TO TRAIN AND SUPERVISE EACH OF THESE NEW JUNIOR CONSULAR OFFICERS. WHILE THE IDEA OF ROTATIONAL TRAINING FOR FIRST-TOUR OFFICERS IS HIGHLY BENEFICIAL TO THE OFFICER INVOLVED AND TO THE SERVICE AS A WHOLE, AT POSTS WITH SMALL SECTIONS, SUCH AS NAIROBI, A ROTATIONAL PROGRAM CREATES SERIOUS LOSS OF EFFECTIVENESS. THIS IS PARTICULARLY NOTABLE IN CONSULAR WORK, WHERE

ATTEMPTS TO DEVELOP A "CASEWORKER" APPROACH ARE DEFEATED BY ROUTINE TRANSFERS OF OFFICERS OUT OF THE SECTION. THE DEPARTMENT MIGHT REVIEW THE RATIONALE FOR ROTATIONAL TRAINING PROGRAMS, AS THEY INVOLVE SMALL CONSULAR SECTIONS.

3. FUNDING FOR OPERATIONS AND NECESSARY TRAVEL IS ADEQUATE AT NAIROBI AT PRESENT.

4. CONSULAR OFFICER COMMENTS: AT NAIROBI, CHIEF OF CONSULAR SECTION IS MEMBER OF COUNTRY TEAM, AND IS ROUGHLY ON THE SAME HIERARCHICAL LEVEL AS COUNSELLORS FOR POLITICAL AFFAIRS, FOR ECONOMIC AFFAIRS, FOR ADMINISTRATION, ETC. HOWEVER, PROBLEMS OF "SECOND CLASS CITIZENSHIP" DO OCCASIONALLY EXIST, LARGEMLY WHEN SUPERIOR OFFICERS ATTEMPT TO SECOND GUEWW CONSULAR DECISIONS (MAINLY IN VISA MATTERS), ON GROUNDS OF SERVING "BIG PICTURES" INTERESTS. IT IS OBSERVATION OF CONSULAR OFFICER THAT SENIOR LEVEL EXECUTIVE OFFICERS FREQUENTLY HAVE NO REAL IDEA OF COMPLEXITY, VOLUME, AND DELICACY OF CONSULAR DECISION MAKING, OR THE REGULATORY AND LEGAL BASIS FOR CONSULAR ACTIONS. LACK OF ATTENTION MAY BE EXCUSED ON GROUND THAT DCM AND AMBASSADOR SCHEDULES DO NOT ALLOW TIME FOR CLOSE ASSOCIATION WITH CONSULAR OPERATIONS, BUT THIS CAN LEAD TO SITUATION IN WHICH CONSULAR WORK COMES TO ATTENTION OF SENIOR OFFICERS ONLY WHEN THERE IS A CRISIS-THE "WHAT'S THE MATTER THIS TIME?" SYNDROME, THIS IN TURN CAN LEAD SENIOR EXECUTIVE TO BELIEVE THAT LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 NAIROB 12024 01 OF 02 151420Z

CONSULAR OFFICER IS SUITED ONLY FOR HANDLING ROUTINE MATTERS, WHILE "BIG" CASES WILL BE HANDLED BY SENIOR OFFICERS, WHO FREQUENTLY DO NOT HAVE BACKGROUND TO MAKE DECISIONS IN THIS FIELD.

A LONG-RANGE SOLUTION IS TO RAISE THE "CONSULAR CONSCIOUSNESS" OF SENIOR OFFICERS. DEPARTMENT MIGHT DETERMINE THAT A REQUIREMENT FOR DCM'S AND AMBASSADORS WOULD BE TO ATTEND CONSULAR COURSE. ALTERNATIVELY, A SHORTER COURSE IN CONSULAR ACTIVITIES MIGHT BE DESIGNED, WITH THE INTENTION OF EXPOSING SENIOR OFFICERS TO THE POLITICAL, SOCIAL, AND POLICY EFFECTS OF CONSULAR WORK.

5. CONSULAR OFFICERS ARE CONSULTED IN PROCESS OF DRAFTING PARM, AND OTHER REVIEWS OF POLICY, AS APPROPRIATE.

6. NUMBER AND LOCATION OF POSTS IN KENYA ARE ADEQUATE. HOWEVER, THE PROBLEM OF PROVIDING SERVICES TO THE APPROXIMATELY 270 U.S. RESIDENTS OF UGANDA IS A RECURRENT ONE. IT IS DIFFICULT TO SOLVE ADEQUATELY, GIVEN DEPARTMENT'S VERY WELL-FOUNDED REASONS FOR NOT MAINTAINING RESIDENT DIPLOMATS IN KAMPALA. SOME OTHER EMBASSIES IN NAIROBI HAVE OFFICERS

ACCREDITED TO UGANDA AS WELL, WHO MAKE PERIODIC VISITS.
WE BELIEVE VALUE OF PERIODIC CONSULAR VISITS WOULD BE
MINIMAL, GIVEN LACK OF GOOD COMMUNICATION WITH AMERICAN
RESIDENTS IN UGANDA AND CONSEQUENT DIFFICULTY OF NOTIFY-
ING RESIDENTS THAT A CONSULAR OFFICER WOULD BE IN TOWN,
HOWEVER, DURING SERIOUS CRISIS PERIODS IT MIGHT BE VERY
USEFUL TO HAVE CONSULAR OFFICERS THAT WERE ALSO FORMALLY
ACCREDITED TO UGANDA. DURING FEB-MARCH CRISIS OVER
EXPULSION IT WOULD HAVE BEEN MOST HELPFUL TO HAVE HAD A
CONSULAT TEAM READY TO GO TO KAMPALA TO MAKE ARRANGEMENTS
ON THE SPOT. THIS WOULD REQUIRE ADVANCE ACCREDITATION TO
BE EFFECTIVE. HOWEVER, POLICY REASONS CONTINUE TO
DICTATE AS LITTLE OFFICIAL AND DIRECT CONTACT WITH AMIN
REGIME AS PRACTICABLE.
LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 04 NAIROB 12024 01 OF 02 151420Z

NOTE BY OC/T: MESSAGE RECEIVED WITHOUT REFERENCE.

LIMITED OFFICIAL USE

NNN

LIMITED OFFICIAL USE

PAGE 01 NAIROB 12024 02 OF 02 151439Z
ACTION SIG-02

INFO OCT-01 AF-10 ISO-00 CA-01 /014 W
-----110509 151501Z /41
R 151121Z SEP 77
FM AMEMBASSY NAIROBI
TO SECSTATE WASHDC 1387

LIMITED OFFICIAL USE SECTION 2 OF 2 NAIROBI 12024

7. DEPARTMENT BACKSTOPPING ON ROUTINE CASES IS ADEQUATE
AND IN MANY CASES VERY RESPONSIVE AND HELPFUL. ON
DEVELOPING
ISSUES, HOWEVER, THERE ARE SOMETIMES DEFICIENCIES.
ONE SUCH ISSUE HAS BEEN THE APPROACH TAKEN TO AFRICAN
REFUGEES WHO APPLY FOR STUDENT VISAS. IN ABSENCE OF CLEAR
POLICY FROM DEPARTMENT, CONSULAR OFFICERS IN THE AREA HAVE
DEVELOPED THEIR OWN, SOMETIMES NONFITTING, APPROACHES.

NAIROBI HAS TRIED TO KEEP DEPARTMENT ADVISED OF THE DIMENSIONS OF THE PROBLEM, AND OF THE EXTREMELY DIFFICULT

POSITION OF THE CONSULAR OFFICER, WHO IS OFTEN SEEN BY U.S. CITIZEN SPONSORS OF REFUGEES AND BY CONGRESSIONAL INQUIRERS AS AN UNSYMPATHETIC BUREAUCRAT UNABLE TO RESPOND TO HUMANITARIAN/HUMAN RIGHTS PROBLEM. IN MANY CASES, HOWEVER, IT HAS SEEMED TO OFFICERS HERE THAT DEPARTMENT WISHES CONSULAR OFFICERS WERE NOT SO SCRUPULOUS IN JUDGING BONA FIDES OF THESE CASES, IF ONLY TO TAKE DEPARTMENT OFF THE HOOK OF CONGRESSIONAL INTEREST. IN CASES INVOLVING PROTECTION OF AMERICANS, DEPARTMENT ASSISTANCE IS NEARLY ALWAYS VERY HELPFUL.

8. OFFICE SPACE IS PRESENTLY INADEQUATE IN TERMS OF LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 NAIROB 12024 02 OF 02 151439Z

PHYSICAL ARRANGEMENT OF OFFICES, WAITING AREA, TOILETS, ETC. THIS IS OPERATIONAL NECESSITY, HOWEVER, UNTIL NEW CHANCERY IS COMPLETED.

GIVEN NEED FOR SECURITY OF PERSONNEL OF SECTION, CONSULAR SECTION HAS TO ACCEPT A CERTAIN DECLINE IN THE EAST OF ACCESS CLIENTS HAVE TO OFFICERS. SOME CLIENTS, ESPECIALLY AMERICANS, COMPLAIN OF IMPERSONAL ATMOSPHERE CREATED BY SECURITY BARRIERS, BUT APART FROM EFFORTS BY CONSULAR OFFICERS TO PROVIDE EXCEPTIONALLY EFFICIENT AND PERSONAL SERVICE ONCE CLIENT HAS BEEN ADMITTED PAST BARRIERS, EMBASSY CAN'T DO MUCH TO EASE SITUATION UNTIL NEW BUILDING IS READY.

9. PRIVACY ACT/FREEDOM OF INFORMATION ACT RESPONSIBILITIES ARE CLEARLY UNDERSTOOD, AND THUS FAR, HAVE NOT BEEN MUCH OF A HINDRANCE TO EFFECTIVE CONSULAR ASSISTANCE TO AMERICANS.

10. POST DOES NOT ANTICIPATE DRAMATIC CHANGES IN VOLUME OR PATTERN OF CONSULAR WORK IN FORESEEABLE FUTURE.

11. "CONSULAR PACKAGE" IS USEFUL AS A REPORT OF WORKLOAD, BUT MAN-HOURS CALCULATIONS APPEAR TO BE A WASTE OF TIME. IN ABSENCE OF CLEAR INSTRUCTIONS FROM DEPARTMENT ON HOW HOURS SHOULD BE CALCULATED, EACH POST DEVISES ITS OWN SYSTEM, WHICH MAY HAVE NO COMPATIBILITY WITH SYSTEMS USED AT OTHER POSTS. THUS, COMPARISONS ARE IMPOSSIBLE. (A QUICK GLANCE AT STATISTICS FOR VISAS WILL PROVE POINT: POSTS WITH SIMILAR WORKLOADS REPORT VASTLY DIFFERENT MAN-HOUR FIGURES, WHICH CANNOT BE ACCOUNTED FOR BY VASTLY DIFFERENT CONDITIONS; AFTER ALL, THERE MUST BE ROUGHLY SIMILAR

PROCESSING TIMES FOR NIV'S AND IV'S AT

LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 NAIROB 12024 02 OF 02 151439Z

MOST POSTS, BUT REPORTED MAN-HOUR FIGURES DO NOT SHOW
THIS.) IT IS IMPOSSIBLE

ADQUATELY TO QUANTIFY PROTECTION
AND WELFARE WORK. A MORE PHILO-

SOPHICAL OBJECTION IS THAT

NO OTHER FUNCTION IN THE FOREIGN SERVICE IS REQUIRED TO
REPORT MAN-HOURS EXPENDED; THIS SIMPLY ADDS TO "BLUE-
COLLAR" IMAGE OF CONSULAR PERSONNEL. BECAUSE VISA ISSUANCE
STATISTICS MUST BE KEPT, THE TEMPTATION ARISES TO SOMEHOW
QUANTIFY THE REST OF CONSULAR WORK, AND ONCE STATISTICAL
REPORTS ARE MADE, THE NEXT TEMPTATION IS TO DETERMINE THE
"EFFICIENCY" OF EACH POST AT EACH TASK. OTHER CONES ARE

NOT SUBJECT TO THIS SORT OF ANALYSIS, WHICH SERVES TO
REINFORCE THE IDEA THAT CONSULAR OFFICERS ARE MERE
TECHNICIANS, RATHER THAN CONTRIBUTORS TO POLICY-LEVEL
DECISIONMAKING.

12. ADEQUATE COOPERATION IS RECEIVED FROM KENYA OFFICIALS
AND RESIDENT AMERICANS.

13. CONSULAR PROTECTION OF AMERICANS IN DIFFICULTY WITH
LOCAL POLICE/IMMIGRATION AUTHORITIES HAS SERVED, IN OUR
OPINION, TO STRENGTHEN KENYA RESPECT FOR THE SERIOUSNESS
OF EMBASSY ACTIVITIES AS A WHOLE. NO MAJOR DISPUTES HAVE
BEEN CREATED THUS FAR BY VIGOROUS ASSISTANCE TO ARRESTED/
DEPORTED AMERICANS.

DECONTROL

UPON RECEIPT.

LEMELLE

NOTE BY OC/T: PARA 7 AS RECEIVED.

LIMITED OFFICIAL USE

NNN

Message Attributes

Automatic Decaptoning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Sent Date: 15-Sep-1977 12:00:00 am
Decapton Date: 01-Jan-1960 12:00:00 am
Decapton Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977NAIROB12024
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D770335-0237
Format: TEL
From: NAIROBI
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770960/aaaabyqr.tel
Line Count: 264
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 2e28aa45-c288-dd11-92da-001cc4696bcc
Office: ACTION SIG
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 07-Feb-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1263912
Secure: OPEN
Status: NATIVE
Subject: EVALUATION OF THE CONSULAR FUNCTION FOLLOWING RESPONSE DRAFTED LARGELY BE CHIEF OF CON-SULAR SECTION.
TAGS: ASIG
To: STATE
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/2e28aa45-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009